WASHINGTON STATE ACCT
AGENCY COUNCIL ON COORDINATED TRANSPORTATION

ACCT 2:

Report to the Legislature 2000

Agency Council on Coordinated Transportation

On the cover: *Mike Rogers, out and about Olympia thanks to public transportation. (Photograph by Grace Eubanks, Washington State Department of Transportation, 2000)*

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Executive summary

Transportation provides the critical link between people and the services and opportunities we need to live our lives. This is especially true for Washington State's citizens who don't own or can't drive a vehicle.

To increase efficiencies and stretch transportation resources for the elderly, people with low incomes, people with disabilities, and children, the Washington State Legislature created the Agency Council on Coordinated Transportation (ACCT)[1] in 1998. The following year the Legislature expanded the responsibilities of the Council and the role of ACCT in promoting coordinated transportation.

The statute requires the Council to report to the Legislature every two years, beginning in December 2000. The current report:

- describes how ACCT is helping to stretch resources
- describes barriers to the coordination that could increase efficiency
- summarizes activities implementing the ACCT legislation
- describes what needs to happen to continue improving the coordination of transportation

What is ACCT doing to stretch resources?

In spite of its short life, ACCT has made significant progress in implementing the provisions of the ACCT legislation. Through efficiencies realized in its demonstration projects and through acquiring a federal grant and state matching funds, ACCT has more than doubled the Legislature's 1998–2000 investment. The Council has also created statewide momentum for improving the efficiency of special needs transportation. Finally, ACCT is supporting state agencies and local communities as they build new partnerships—the strong foundations necessary to doing business more efficiently.

> ***"Transportation is one of those things in life that is so important that it's like breathing. Until you stop to think about it, you don't realize how many times each day you and your family climb in and out of a car.***
>
> ***What would your day look like if you could not own or operate your own vehicle?"***

Recently winning a major FTA grant

Thanks to the leadership of ACCT's permanent work group for state agencies, the PACT Forum, Washington State recently won a Job Access and Reverse Commute

[1] Chapter 47.06B

(JARC) Grant from the Federal Transit Administration (FTA). Winning this grant provides $1.7 million in state and federal funds to support transportation projects in Federal Fiscal Year (FFY) 2000. In addition, the PACT forum obtained a commitment of $4 million in state and federal funds for transportation projects in FFY 2001.

These funds will be used to plan, develop and implement transportation projects addressing the needs of low-income workers and job seekers.

Chapter 3, "What are state agencies doing to coordinate?," contains detailed information about the PACT Forum, including an account of its work developing the JARC grant.

The coordination partnership is growing

In 1998 there were fewer than sixty entries on ACCT's mailing list. Today the mailing list contains more than six hundred agencies, organizations, and individuals that have asked to receive information about coordinating special needs transportation in Washington State.

Chapter 1, "What is ACCT and how does ACCT work?," describes how the Council interacts with its growing list of partners.

State agencies are active in the PACT Forum

Twenty-one state programs have designated representatives to the Program for Agency Coordinated Transportation (PACT) Forum, a permanent work group of ACCT. Most members attend meetings, contribute to discussions, serve on work groups and special committees, and act as liaisons with their programs at both the state and field levels.

Chapter 3, "What are state agencies doing to coordinate?", includes results of a recent survey that sought to identify additional agencies with a role in special needs transportation.

Communities take steps to develop coordinated systems

In spite of the minimal level of funding from ACCT, many counties applied for coordination grants to begin developing coordinated systems—the hard work required before rides and resources can be shared. A few counties are actively working to coordinate even without a grant. Many communities have come to believe that they must use resources more efficiently if they are to meet community transportation needs.

Community activities are described in Chapter 4, "What are communities doing to develop coordinated transportation systems?".

Demonstration grants show that sharing resources works

The demonstration projects funded by ACCT grants showed that by sharing resources, communities can deliver more rides and reduce the cost per trip. Demonstration projects are described in Chapter 4.

What are the challenges to coordination of special transportation needs?

A common observation of those who advocate for coordination in Washington State is that transportation providers send out half-filled buses and vans that cross paths with other half-filled buses and vans. To change this, we must make it possible to schedule, carry, and pay for each other's clients. This coordination requires complex, behind-the-scenes changes to policies as well as our computer and accounting systems—all first require changes to our thinking and to our old way of working together.

Coordination is like a large-scale remodeling project

The work of coordinating our transportation resources resembles the work involved in any large-scale remodeling project. When our remodeling is done, we'll save time and money—but in the meantime we must carefully design and implement changes to a building, road, or transportation system for people with special needs.

ACCT is in the phase of detailed design and early construction

In its first phase of work to improve transportation for people with special needs in Washington State, the Legislature completed the overall design of a coordinated system when it passed the ACCT legislation in 1999. Now, in implementing that legislation, ACCT has moved forward into the detailed design and early part of construction.

This stage is frustrating to all involved because payoffs are not immediate. However, if the infrastructure is not well built, it won't hold the weight of a truly coordinated transportation structure. Then, success in reaching our coordination goals is unlikely.

For people who can no longer drive, public transportation helps preserve an independent, healthy lifestyle. Coordinated transportation can deliver more rides from limited resources.

There's no data yet to document progress

One of the challenges to the state's initiative to improve the efficiency of special needs transportation is that there's no data yet to establish a baseline and quantify progress. Few state or local human service programs track and report transportation expenditures. Accounting and data collection systems must be established to make information available on a statewide basis.

However, among the ACCT-funded demonstration projects 1998–1999, several projects significantly lowered their per-trip and per-mile costs. The results of these projects are summarized in Chapter 4.

Currently, progress toward the goal of increased efficiency can be measured by the growing number of state agency partnerships, their effectiveness in partnering to win a federal grant in a highly competitive process, and in the number of communities actively undertaking the development of coordination systems.

Terry Bergeson, Superintendent of Public Instruction (right), addressing a recent legislative forum sponsored by the Pierce County Parent Coalition for Developmental Disabilities. Other guest speakers included Sid Morrison, Secretary of the Department of Transportation (left), and Dennis Braddock, Secretary of the Department of Social and Health Services.

The relevance of coordination is not always understood

Partly due to the lack of documentation, some programs don't see the relevance of transportation coordination to their organization's mission or to their daily work lives. Even though their clients cannot access services without transportation, some programs don't believe they have a role in assuring that their clients' transportation needs are met. They don't understand that through collaboration, they can contribute to improving client transportation.

Coordination is not yet a priority

Though coordination pays rich dividends, staff lack the necessary investment capital—their time. Programs give priority to their basic program operations. In the human services and transportation programs, workload is high and staff resources are limited. Staff have little time to devote to coordination.

Counties need help in developing coordination strategies

Rural communities often lack problem-solving resources due to their staff being stretched too thin. Coalitions report difficulty in attracting participants, especially government agencies who don't see the need to invest their time in attending coalition meetings.

The most commonly mentioned challenge from the county coalitions is to try to sustain the current successes during their financial crisis following the passage of Initiative 695. As Mason County expressed, "The loss of State support to public transportation through repeal of the Motor Vehicle Excise Tax greatly inhibits coordination efforts."

How will ACCT respond?

ACCT plans to respond to its challenges with the following strategies.

Create incentives to coordination

Incentives can encourage communities to engage in the difficult work of designing coordinated systems. Incentives can encourage individuals to invest their energies in the community transportation coalitions.

The incentives that work are financial, so are dependent on continued funding of ACCT. Examples include:

- Awarding demonstration grants only to counties with active coalitions
- Providing operational money to fund additional trips for communities making progress in implementing coordinated transportation systems
- Awarding the Job Access and Reverse Commute grants through the WorkFirst Transportation initiative only to communities with active coalitions
- Prioritizing coordinating communities when implementing technology solutions such as the automated trip planner or the smart card fare collection system

Provide technical assistance to counties

ACCT staff will provide technical assistance to counties, focusing on the lessons learned through the demonstration projects, research from other states, and experiences from counties during this first year of coordination.

Address barriers to coordination

As the staff of communities or state agencies identify barriers that cannot be resolved at the local level or through the actions of a single program, they can refer them to ACCT.

ACCT and state agency staff will research the issue and recommend solutions. State programs can implement some solutions; some may require legislative action and/or working with Congress and federal agencies to remove coordination barriers.

Factor what we've learned into future awarding of funds

To increase the success of local projects, the Council will factor the lessons learned from the initial round of projects into future requests for proposals, criteria for scoring proposals, and awarding of funds.

Prioritize cost tracking and data collection

In the next two years ACCT will prioritize the tasks of identifying and tracking transportation services and costs, developing reporting criteria, and measuring cost-efficiencies.

How can the Legislature improve the efficiency of transportation for people with special needs?

There are a number of ways in which the Washington State Legislature can improve the efficiency of transportation for people with special needs.

Acknowledge a state role and responsibility

ACCT recommends that the Legislature establish in statute a clear statement that the state has a role and responsibility to ensure the availability of transportation to needed services for those who cannot transport themselves or purchase their own transportation.

The success of many state and federal programs often depends on the ability of people to access the service. If the state acknowledges its responsibility for transportation, state agencies will view coordination as a priority, and be more engaged in working with the local organizations.

Continue to fund coordination activities

Continued funding for ACCT coordination grants and demonstration projects is vital while coordinated systems are being put in place around the state. Eighteen counties have received ACCT grants to create community transportation coalitions which will design and implement coordinated systems. We need to financially support these coalitions while they are implementing their systems, as well as have funds available for the remaining counties.

The budget request, which will be submitted as part of the WSDOT budget, is $9.5 million. This amount should fully implement coordinated transportation systems in counties throughout the state—which in turn will make it possible to share resources and stretch our dollars further.

Acknowledge that transportation is a human services issue

Programs can't succeed if people can't access them. Federal, state, and local governments make major investments in educational, health, and human service programs. Responsibility for transporting those with special transportation needs must be shared between social service agencies and transportation programs. Support from both the transportation budget and the state general fund would set an example of transcending categorical barriers to reach a common goal.

Look for transportation impacts

Through work on the Legislative Transportation Committees, the finance committees and other legislative committees, each member of the Legislature has the opportunity to contribute to improved efficiency of special needs transportation.

When reviewing or implementing programs, changing program directions, or selecting sites for new facilities, ask: "How will access to services be provided? How does the program support the coordination of transportation services?" Insist on clear and practical answers.

Transportation must be factored in at the beginning, to avoid creating new barriers to coordinated service delivery and to put the infrastructure in place to support ongoing efficiency. Make it clear that the Legislature expects agencies to coordinate, and then hold agencies accountable.

Support ACCT requests for change

Removing some barriers to coordination will require legislative remedies. In the next few years, ACCT will make recommendations to the Legislature as to what changes in statute are needed to promote coordination.

Support adequate, sustainable funding for public transportation

When funding for basic transportation services is inadequate, it is difficult to engage people in coordination activities. Their attention is distracted by the need to secure operational funding.

The passage of Initiative 695 significantly reduced the funding for public transportation. This has a detrimental impact on the mobility and access of those with special transportation needs. This compounds the problem that before I-695 available services did not meet the needs. Even if the remaining transportation resources are well coordinated, the need for transportation will exceed the options available.

The Blue Ribbon Commission on Transportation (BRCT) has recognized the importance of restoring public transportation funding in its

"People all over this state are trapped in their homes and we need to address that."

—Senator Georgia Gardner

recommendation, "The Governor, the State Legislature, and the Washington State Department of Transportation (WSDOT) immediately should return passenger rail, transit, and ferries operation and service levels to the 1999 baseline."

ACCT supports this recommendation. Ongoing financial support is needed to create a robust public transportation system. This is essential to assure that people can access jobs, training, education, social services, health care, child-care, and other needed services and activities.

1 What is ACCT and how does ACCT work?

The Agency Council on Coordinated Transportation (ACCT) was created by the Legislature in 1998 and codified in Chapter 47.06B RCW.

Chapter 1 includes the following information about ACCT:

- legislative intent underlying the ACCT legislation
- vision of coordinated transportation
- structure of ACCT and the roles of its participants
- description of the relationship between local and state-level coordination
- ACCT budget

What did the Legislature intend in creating ACCT?

The statute describes the legislative intent underlying ACCT:

"The Legislature finds that transportation systems for persons with special needs are not operated as efficiently as possible. In some cases, programs established by the Legislature to assist persons with special needs cannot be accessed due to these inefficiencies and coordination barriers.

…It is the intent of the Legislature that public transportation agencies, pupil transportation programs, private nonprofit transportation providers, and other public agencies sponsoring programs that require transportation services coordinate those transportation services. Through coordination of transportation services, programs will achieve increased efficiencies and will be able to provide more rides to a greater number of persons with special needs."

By integrating school buses into general public transportation, Mason County has made it possible for Jesse Wilson, a Shelton High School sophomore, to stay late for driver's training. "If this 5:00pm bus weren't available, I wouldn't be able to take this class." (Photograph by Toney Overman, courtesy of The Olympian.)

Who are persons with special transportation needs?

Persons with special needs are defined as people "including their personal attendants, who because of physical or mental disability, income status, or age are unable to transport themselves or purchase transportation."

A recent Council meeting (left to right): Senator Marilyn Rasmussen; Gretchen White, Chair, WSDOT; Senator Jim Horn; Liz Dunbar, DSHS; Dave O'Connell, representing the Washington State Transit Association; and Doreen Marchione, representing the Community Transportation Association of the NW and Washington Association of Community Action Agencies.

What is the vision for coordinated transportation?

The vision for coordinated transportation is that each community will have a transportation system that:

- serves all people with special transportation needs
- efficiently uses all community resources, including non-traditional
- is easy to access regardless of who needs the ride or who pays for it
- is integrated and interdependent
- contributes to a livable community, a vital economy, and a sustainable environment

What is ACCT?

ACCT is a council of state agencies, transportation providers, consumer advocates, and legislators promoting coordination as the key to improving transportation services for those with special transportation needs.

How is the membership decided?

The membership of ACCT is set by statute and includes:

Permanent members

Three state agencies are permanent members of the Council:

- Office of the Superintendent of Public Instruction
- Department of Social and Health Services
- Department of Transportation.

Appointees of the Governor

The Governor appoints six members to two-year terms:

- three transportation provider representatives
- two consumer representatives
- one representative from the Governor's office

Legislative members

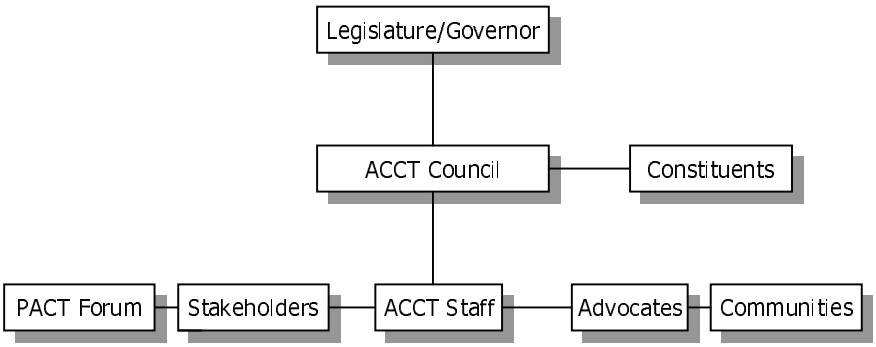
The leadership in the Senate and the House of Representatives appoints the eight legislative members.

The current ACCT membership list is provided in Appendix A.

How is ACCT structured?

ACCT created an organizational structure to facilitate the complex and challenging work of improving coordination.

The diagram at right depicts the structure of ACCT.



This diagram shows the organizational structure of ACCT.

What are the roles of the participants in ACCT?

The Council

The Council is a decision-making body that:

- provides oversight and direction to the state's coordination agenda
- promotes the coordination of special needs transportation at the state and local levels
- guides the work of staff and work groups
- initiates change by approving seed money, project grants, and demonstration projects
- proposes legislative remedies for barriers preventing coordination

The Council holds open public meetings on the first Friday of even months to conduct its business. Subcommittees are formed as needed to work on specific issues.

Constituents

Each member of the Council represents a constituency:

- The state agency members represent staff that deliver programs and/or provide transportation funds for the elderly, low income, children, and people with disabilities. They also have clients that need transportation in order to access services.
- The constituents of the provider representatives deliver transportation to ACCT's target populations. They are concerned about implications for operations at the community level.
- The consumer representatives are connected to networks that advocate for those who need help with transportation in order to access services.
- The legislative members sit on committees that oversee transportation services and funding.

Council members extend the reach of ACCT by communicating with their constituents and engaging them in

the coordination activities that ACCT promotes.

Staff for the Council

Staff administer the ACCT program, provide support to the Council, communicate with stakeholders, facilitate PACT Forum activities, and carry out the ACCT work plan.

ACCT staff support is provided through a variety of mechanisms:

- DSHS funds the position of the Program Administrator, who is housed within the Department of Transportation.

Marlaina Lieberg, serving as Consumer Representative on the Council, at a recent ACCT meeting.

- The Department of Transportation provides the institutional support, which includes such things as office space, personnel, computer support, payroll, supplies, budget and accounting. The WSDOT also funds a position to give technical assistance to those receiving ACCT grants and lends other staff support to ACCT activities.
- The ACCT appropriation funds a full time secretary and temporary staff as needed to perform specific activities. These people are housed in the WSDOT.

Program for Agency Coordinated Transportation (PACT) Forum

The PACT Forum serves as an advisory board to ACCT. Its membership consists of representatives from state agencies and major subprograms affected by the ACCT legislation. The forum meets monthly to discuss interagency and local coordination issues and develop strategies to improve coordination.

For the current membership list of the PACT Forum, see Appendix A.

For detailed information on the activities of the PACT Forum, refer to Chapter 3, “What are state agencies doing to coordinate?”

Communities

Transportation is delivered at the community level. Communities need to ensure that transportation is provided in a coordinated fashion that makes the best use of all the resources available to the community. In terms of service coordination, community generally means a county or group of counties.

For information about community-level activities, refer to Chapter 4,

"What are communities doing to develop coordinated transportation systems?"

Several counties that do not yet have ACCT coordination grants are also engaged in activities to improve local coordination.

Other stakeholders and advocates

Many people around the state have an interest in coordination and in improving transportation for people with special transportation needs. Not all are included in the Council member constituent groups or are in counties with transportation coalitions, so have no avenues for direct involvement.

ACCT maintains an extensive mailing list to communicate with stakeholders and advocates. Stakeholders and advocates provide feedback on work products, participate in work groups, and often attend ACCT meetings. They alert the Council to problems and advocate for coordination and improved services for people with special transportation needs.

Two-tiered approach to coordination

The ACCT legislation recognizes that coordination needs to happen at two levels: state agency and local.

State agency coordination

State agencies need to coordinate their own processes to ensure that coordination of services can happen at the local level. This includes coordination of:

- policy development
- planning
- contracting
- awarding grants
- siting facilities

For information about coordination at the state agency level, refer to Chapter 3.

Local coordination

ACCT supports local development of coordinated transportation delivery systems for people with special transportation needs. These coordinated systems:

- are developed through a comprehensive community planning process
- maximize the use of all community resources
- meet local needs

For information on local coordination, refer to Chapter 4, "What are communities doing to develop coordinated transportation systems?"

What is the budget for ACCT ?

The ACCT budget for the 1999–2001 biennium was $750,000. In addition, other agencies made significant contributions to ACCT. Table 1 depicts the funds available to ACCT and how they were allocated.

Table 1		
ACCT Budget July 1999–June 2001	**Amount**	**FTE**
Council support and secretary	$40,000	.5
County Coordination grants	570,000	
Demonstration projects	70,000	
Research and legislative recommendations	30,000	
Support for Job Access Grant Process	10,000	
Temporary ACCT project staff	30,000	1.0
TOTAL	**$750,000**	**1.5**

Other agencies' contributions to ACCT and ACCT-related activities	**Agency**	**Amount**	**FTE**
Council support	WSDOT	**$40,500**	**0.5**
ACCT Administration	DSHS	**100,000**	
	WSDOT		**1.0**
Research and legislative recommendations	Developmental Disabilities Council	**15,000**	
WorkFirst Transportation Initiative - Job Access and Reverse Commute Grants	CTED – WTI Project Management	**45,000**	**.5**
	WorkFirst (state match)	**857,813**	
	FTA	**829,644**	
Circuit rider—technical assistance to communities	WSDOT	**80,000**	**1.0**
Trip planner software project	DSHS	**22,000**	
	Oregon DOT	**84,000**	
Local funds spent on coordination projects		**Considerable**	
State agency staff time to support PACT Forum work groups		**Considerable**	
TOTAL		**$2,000,790** plus: • Local funds and staff time spent on coordination projects • State agency staff time to support PACT Forum work groups	**3.0**

2 What progress has been made in implementing the ACCT legislation?

ACCT's enabling legislation includes a list of responsibilities that ACCT must fulfill before its sunset in 2008. Chapter 2 reports on the status of each responsibility and includes a table summarizing progress. This provides a clear picture of ACCT's progress, but may overlap content in other parts of the report.

What are the Council's priorities for ACCT?

ACCT has very limited staff support and funding; therefore, the Council prioritized the use of staff time. The Council decided its priorities would be to:

- support local coordination activities and the development of community-based, coordinated transportation systems, and
- seek additional funds to enable ACCT to carry out its full range of responsibilities

What responsibilities must ACCT fulfill?

The statute states that "to assure implementation of the Program for Agency Coordinated Transportation, the Council, in coordination with stakeholders, shall":

(1) Develop guidelines for local planning of coordinated transportation in accordance with Chapter 47.06B.

A work group of stakeholders developed the Local Planning Guidelines. This group began its work in March 1999 and completed it in June 1999. *Local Planning Guidelines* is a comprehensive manual for communities to use when forming local transportation coalitions and designing coordinated systems. These guidelines can be found

Coordinated transportation benefits our communities because it provides for more efficient travel choices.

on the ACCT web site at *http://www.wsdot.wa.gov/pubtran/ACCT*, under "Local Activities."

(2) Initiate local planning processes by contacting the board of commissioners and county councils in each county and encouraging them to convene local planning forums for the purpose of implementing special needs coordinated transportation.

Chapter 5 offers a detailed description of the decisions made and the activities undertaken to implement this provision. In summary, with the FY 1999 funds, ACCT contacted local elected officials in August 1999. The letters invited counties to convene local forums and make a community decision to design and implement a coordinated special needs transportation system. ACCT offered the counties coordination grants of $20,000 as seed money to begin the process and a commitment to seek additional funds for counties to complete the process. As a result of that solicitation, thirteen counties embarked upon a local coordination process.

With the additional funds that became available in FY 2000, ACCT increased the amount of money allotted to the thirteen original counties. In addition, ACCT repeated the solicitation in July 2000. Five additional counties received coordination grants in the second round of funding.

As funding is available, ACCT will continue to bring on additional counties until all thirty-nine have had an opportunity to develop and implement coordinated transportation systems for people with special transportation needs.

(3) Work with local community forums to designate a local lead organization that shall cooperate and coordinate with private and nonprofit transportation brokers and providers, local public transportation agencies, local governments, and user groups.

ACCT has worked with all of the counties receiving coordination grants to guide them through the selection of a lead agency and the formation of a transportation coalition. ACCT continues to provide technical assistance to counties whether or not they are receiving a grant.

(4) Provide a forum at the state level in which state agencies will discuss and resolve coordination issues and program policy issues that may impact transportation coordination and costs.

ACCT provides a state-level forum in two ways:

- The Council meets on the first Friday of even months. These meetings are open to the public and focus on coordination and program policy issues.
- The PACT Forum was established in May 1999. It con-

sists of representatives from the state agencies that have a stake in special transportation needs. The group meets monthly to address policy and coordination issues. It serves as an advisory body to the Council.

For more information about the PACT Forum, refer to Chapter 3.

(5) Provide guidelines for state agencies to use in creating policies, rules, and procedures to encourage the participation of their constituents in community-based planning and coordination, in accordance with this chapter.

Beginning in December 1999, a work group of the PACT Forum drafted sample guidelines and a process to help state agencies determine if the ACCT legislation applies to them. These were sent to the head of each state agency in September 2000. The document asked each agency to determine whether or not it is affected by the legislation and, if so, to develop coordination guidelines.

The policy guidelines and the agency responses to the survey are detailed in Chapter 3.

(6) Facilitate state-level discussion and action on problems and barriers identified by the local forums that can only be resolved at either the state or federal level.

Communities are able to bring issues to the PACT Forum when state level action is required. Work groups have been formed in response to some of those issues. In other cases, ACCT facilitates discussions between state agencies and community providers and stakeholders.

Liz Dunbar, Deputy Secretary of the Department of Social and Health Services, at a recent ACCT meeting.

Chapter 3 provides examples of how ACCT has responded to specific issues raised by communities.

(7) Develop and test models for determining the impacts of facility siting and program policy decisions on transportation costs.

No work has been done to implement this provision.

(8) Develop methodologies and provide support to local and state agencies in identifying transportation costs.

The PACT Forum discussed this and determined that the first step is to define transportation cost. Members of the work group were identified, but the group has not begun its work due to lack of staff capacity to advance this work item.

(9) Develop guidelines for setting performance measures and evaluating performance.

The foundation for evaluating performance has been laid in two ways:

- **Local** – The Local Planning Guidelines, finalized in August of 1999, define a coordinated system and provide a road map for achieving it. Counties must set performance measures for their systems and develop an evaluation protocol, with technical assistance from ACCT. This will provide a basis for evaluation in the future.
- **State** – State agencies will be developing their own internal coordination policies. This will provide a basis for setting agency performance measures and evaluating agency performance.

(10) Develop monitoring reporting criteria and processes to assess state and local level of participation.

As addressed in Section 9 above, the foundation has been laid to develop reporting criteria and to assess participation at both the state and local level. The 2002 ACCT report to the legislature will report on the levels of participation.
In addition, all ACCT grant recipients must submit written reports on their progress.

(11) Administer and manage grant funds to develop, test, and facilitate the implementation of coordinated systems.

ACCT is awarding and managing two types of grants:

- demonstration grants to test specific aspects of coordination, by providing transportation services through multi-agency partnerships
- coordination grants to support counties as they form transportation coalitions and design and implement coordinated systems

In addition, ACCT is part of the WorkFirst Transportation Initiative Team. The WTI team applies, on behalf of the state, for Job Access grants from the Federal Transit Administration and, in turn, awards grants to local projects.

The ACCT grants are discussed in Chapter 4 and the WTI is described in Chapter 3.

(12) Develop minimum standards for safety, driver training, and vehicles, and provide models for processes and technology to support coordinated service delivery.

Minimal activity is taking place regarding this responsibility.

(13) Provide a clearinghouse for sharing information about transportation coordination best practices and experiences.

A number of activities are occurring to meet this requirement:

- ACCT created a web site and is developing the site as a mechanism to share information and connect people with resources.
- The local managers of the ACCT grants meet quarterly to share experiences, ideas, and products with each other.
- ACCT maintains a large mailing list and widely distributes meeting minutes and other materials to keep people informed about coordination activities in this state and elsewhere.
- Staff make presentations and conduct workshops at conferences and meetings in order to expand the ACCT network and advance the coordination agenda.

Senator Marilyn Rasmussen, member of the Council, at a recent ACCT meeting. To her left is Marlaina Lieberg, Consumer Representative.

(14) Promote research and development of methods and tools to improve the performance of transportation coordination in the state.

Smart cards to allocate costs

ACCT is watching a King County/Metro smart card project that uses a swipe-card and allocation formula to distribute costs when passengers transfer from one transit system to another in the course of a trip. Once implemented, others can use this technology. It can overcome one major barrier to coordination: sharing costs when clients of multiple programs share the same vehicle.

Study is examining need for central point of responsibility

At the urging of advocate groups and legislators who were

confused about how to protect the interests of people with special transportation needs in the aftermath of Initiative 695, ACCT and the Developmental Disabilities Council jointly funded a study. The study will examine the need for a central point of responsibility for special needs transportation. This study began in August 2000 and will be completed before the 2001 legislative session begins.

Reg Clarke talks with Sue Carnahan at a recent Council meeting. Clarke represents the Washington Association of Pupil Transportation, while Carnahan represents the Office of the Superintendent of Public Instruction.

(15) Provide technical assistance and support to communities.

Providing technical assistance is one of staff's primary responsibilities. Technical assistance is provided to any community or state agency that asks for it.

Technical assistance includes:

- explaining the ACCT legislation and its requirements
- support in forming local transportation coalitions
- obtaining data
- designing surveys
- sharing best practices, as well as unsuccessful ventures
- identifying and applying for other sources of funding
- explaining the various models of coordination
- identifying design options for coordinated systems

In addition, the members of the WorkFirst Transportation Initiative team provide technical assistance to communities and agencies that have applied or will apply for Job Access and Reverse Commute grants.

(16) Facilitate, monitor, provide funding as available, and give technical support to local planning processes.

This is ACCT's priority activity. Virtually all of the ACCT appropriation was allocated to counties in the form of coordination or demonstration grants. ACCT and WSDOT staff, as well as PACT Forum members, have been working continually with communities to support their local coordination planning activities. In August 2000, a full time (temporary) person was hired to work with all of the counties that are engaged in local planning processes. This position depends on continued funding.

(17) Form, convene, and give staff support to stakeholder work groups as needed to continue work on removing barriers to coordinated transportation.

The PACT Forum has formed a number of work groups to address coordination barriers. Additional groups will be formed as problems are identified. PACT Forum members and stakeholders come together in these groups to work on key issues. Chapter 4 describes the major groups that have been formed.

(18) Advocate for the coordination of transportation for people with special transportation needs at the federal, state, and local levels.

ACCT takes its advocacy role seriously, working constantly to ensure that special transportation needs are addressed. Some examples include:

- Reviewing the draft report of the Blue Ribbon Commission on Transportation and sending a letter from the Council to request that coordination and special transportation needs be addressed.
- Funding a study in partnership with the Developmental Disabilities Council to look at how transportation for people with special transportation needs is provided in the state, and to recommend, if deemed necessary, an improved structure for meeting needs.
- Reviewing the coordination guidelines that were issued by the federal Council on Access and Mobility and recommending a more proactive set of coordination guidelines.
- Petitioning the Governor's Office and the legislative finance committees to coordinate the budget process by funding ACCT out of both the state general fund and the multimodal transportation fund.

(19) Recommend to the Legislature changes in laws to assist coordination of transportation services.

For the most part, work has not progressed enough to result in recommendations for changes to law.

However, there is one change in statute that ACCT plans to recommend during the 2001 legislative session. ACCT will recommend that the Legislature adopt a policy statement clarifying that the state does have a role and responsibility for special transportation needs.

(20) Petition the office of financial management to make whatever changes are deemed necessary to identify transportation costs in all executive agency budgets.

Action here depends upon the work of the group that will define transportation costs and develop a mechanism to help track those costs.

(21) Report to the Legislature by December 1, 2000, on council activities including, but not limited to, the progress of community planning processes, what demonstration projects have been undertaken, how coordination affected service levels, and whether these efforts produced savings that allowed expansion of services. Reports must be made once every two years thereafter, and other times as the council deems necessary.

This report constitutes the December 2000 report to the Legislature. In December 1999, ACCT provided a supplemental report on the results of the 1998–1999 demonstration projects.

A snapshot of progress in implementing the ACCT legislation

The table below depicts how the PACT Forum prioritized the twenty-one items listed above, and the level of activity undertaken to implement each. As the PACT Forum prioritized the items, it grouped some of them. Some are ongoing; others are completed once a product is delivered. Some are cyclical and are of the highest priority at recurring intervals, but then recede to the background.

Making progress on the twenty-one provisions is dependent on ACCT funding levels. ACCT staff and the PACT Forum are working at capacity just to carry out the top priorities.

Snapshot of progress implementing legislation

Provision	Priority	Status	Activity Level
1. Guidelines for local planning	1st	Done, although a revision is possible	
2. Initiate local planning processes, and 3. Help communities start coalitions	1st	ongoing	high when new funds become available
4. Provide a forum at state level 6. State level discussion and action, and 17. Form work groups to remove barriers 19. Recommend changes to law	1st	ongoing	high
21. Report to the legislature	1st	biennial	high when report is due
5. State agency coordination guidelines	1st	first phase is done	high
18. Advocate for coordination	2nd	ongoing	high
9. Guidelines for evaluating performance, and 10. Develop reporting criteria	3rd	Foundation laid	minimal
11. Administer grants, and 15. Provide technical assistance, and 16. Support local coalitions	4th	ongoing	high
7. Models for assessing impacts on transportation	5th	no progress	none
12. Minimum standards	6th	little progress	some
8. Identify and track transportation costs	7th	little progress	some
14. Tools to improve coordination	8th	some progress	moderate
13. Information clearinghouse	9th	ongoing	high
20. Petition OFM to make changes	10th	no progress	none

3 What are state agencies doing to coordinate?

Because state programs fund many community services, their policies and procedures shape the delivery of services at the local level. Thus, success at the community level depends in great part on successful coordination among state agencies.

Chapter 4 describes:

- the Program for Agency Coordinated Transportation (PACT) Forum—the arena where agencies are coordinating as a result of ACCT
- the work groups of the PACT Forum
- how PACT responds to community concerns about state agency coordination
- other coordination activities by state agencies

In addition, a final section of Chapter 4 describes the challenges of coordinating at the state agency level and ACCT's plans to enhance state level coordination.

What is the PACT Forum?

The Pact Forum is the arena in which state agencies meet to discuss and resolve policy issues. The PACT Forum serves as an advisory group to the Council, provides support to the community coalitions, and forms work groups to address issues. The PACT Forum carries out a significant percentage of the work of ACCT. The PACT Forum provides state programs with a voice in addressing issues related to transportation coordination. The forum consists of representatives from the state agencies that:

- purchase transportation for clients
- provide transportation
- award grants for transportation

At a recent meeting of the PACT Forum, representatives from state agencies discussed policy issues related to coordinated transportation. Left to right, Mary Looker, Department of Health; Ian Horler, DSHS Workfirst; Nancy Hanna, Office of Community Development; Janet Abbett, Office of Trade and Economic Development; and Tom Gray, DSHS.

- offer services to clients who cannot access those services without transportation
- arrange for transportation for clients

With Council approval, the PACT forum has prioritized the provisions of the ACCT legislation and has developed a work plan for ensuring that the legislation is fully implemented. The PACT Forum meets monthly.

For an explanation of how the PACT Forum fits into the overall structure of ACCT, refer to Chapter 1. The current membership list for the PACT Forum is provided in Appendix A.

What are the PACT Forum work groups doing?

The work groups of the PACT Forum address issues identified in the ACCT legislation, by community coalitions, or by state agencies.

The following section of Chapter 3 details the activities of the following work groups:

- WorkFirst Transportation Initiative
- School buses and pupil transportation
- Children's transportation
- Automated trip planner
- Identifying and tracking transportation costs
- State agency coordination guidelines work group

WorkFirst Transportation Initiative (WTI)

Lack of transportation is a major barrier preventing low-income people from getting to jobs, education, training, child-care, and other job related services. The WorkFirst Transportation Initiative (WTI) is a team addressing the transportation barriers for WorkFirst clients by connecting WorkFirst planning and ACCT coordination activities, and by seeking funds to enhance transportation.

Who is on the WTI team?

The WTI team is a partnership of:

- Department of Community, Trade, and Economic Development (CTED), Office of Trade and Economic Development
- CTED Office of Community Development
- Department of Social and Health Services
- Employment Security Department
- Washington State Department of Transportation
- ACCT

The CTED Office of Trade and Economic Development was selected to manage the Initiative.

What is the team trying to achieve?

The WTI team's overall goal is to assist WorkFirst, Welfare to Work, and other low-income workers in getting to work, training, child care, and other employment related services.

WTI will provide this assistance by:

1. Coordinating with existing transportation providers so that resources are used efficiently and new services are coordinated with existing services.
2. Applying for Job Access and Reverse Commute (JARC) grants from the Federal Transit Administration (FTA) to fund projects filling the transportation gaps between where low-income people live and where they access jobs, child-care, and skill development activities.
3. Leveraging volunteers and other in-kind community contributions for WTI projects.
4. Coordinating planning activities among WorkFirst Local Planning Areas, the county coalitions working on coordination, transit systems, and Regional Transportation Planning Organizations.

WTI can report two major successes: receiving a $829,644 JARC grant award from FTA and a federal earmark for the federal fiscal year 2001.

Winning the JARC grant

Here's how WTI approached the JARC grant application:

- Obtained a commitment of up to $2 million from the state WorkFirst partners to serve as the required match for the grant
- Asked communities to identify their transportation gaps, plan projects to address them, and submit proposals
- Selected twenty-one of thirty-two local proposals submitted
- Received funding for seven of the twenty-one transportation projects submitted in a highly competitive national process

Obtaining a federal earmark

The partner agencies collaborated in asking the state's congressional delegation to earmark funds in the FFY 2001 budget specifically for the WTI. The delegation responded and the FFY 2001 FTA budget specifies $2 million for the Washington WorkFirst Transportation Initiative. The WorkFirst partners committed $2 million to serve as state match for the FFY 2001 Job Access grant.

School bus work group

Representatives of local school districts and community-based organizations (CBOs) reported two coordination problems. The PACT Forum formed a work group consisting of representatives from the Office of Superintendent of Public Instruction (OSPI), the Medical Assistance Administration of DSHS, Head Start the Early Childhood Education and Assistance Program (ECEAP) at DCTED, the Edmonds School District, and Hopelink (a CBO from King County). The work group's tasks were to evaluate both situations, identify the barriers involved and make appropriate recommendations.

Projects receiving funding for Job Access Reverse Commute grants		
Recipient/ Service Area	**Project objectives**	**Funding**
People for People, Yakima County	Employ a Mobility Coordinator to assess the transportation needs of low income workers, and to devise transportation solutions. Enhance existing service delivery to meet existing daytime demand and to add weekend and night service.	$98,177 FTA $98,177 state
Northwest Regional Council, Whatcom, Skagit, Island and San Juan counties	The Northwest Regional Council, an existing transportation broker, will arrange rides for low-income people upon referral from the local WorkFirst agencies.	$249,917 FTA $310,086 state
Intercity Transit, Thurston County	Provide vans and organize vanpools to provide employment related transportation for people in selected low income housing communities.	$89,750 FTA $310,086 state
Intercity Transit, Thurston County	Create a help desk to provide low income workers and job seekers with referrals to transportation providers. It will also coordinate rides, and provide support services such as travel training, guaranteed ride home, and translations.	$42,300 FTA $42,300 state
Thurston Regional Planning Council, Thurson County	Contract for a variable fixed route service to provide a mixture of fixed and demand response service to the Nisqually Reservation.	$120,500 FTA $120,500 state
Ben Franklin Transit Authority, Benton and Franklin Counties	Increase the frequency of fixed route services, provide feeder service for areas not currently served, and offer evening service in low-income communities.	$159,000 FTA $129,000 state $30,000 local
Twin Transit, Lewis County	Add routes for communities that are not currently served. New routes will focus on low-income needs and provide connections to the main system, and to employment centers and child care facilities.	$70,000 FTA $70,000 State

Problem #1–Can children be transported to and from school in vehicles other than school buses?

School districts occasionally must arrange transportation for individuals requiring long distances or using equipment at peak demand periods. Serving the trip may require a bus and operator, or the use of taxi cabs, at significant expense. Many CBOs in the community may be able to provide the same trip at less expense, but school districts believe they cannot legally use those services if the contractors do not have appropriately certified vehicles.

What barriers are involved?

Federal law[2] defines school bus. State law makes it illegal to transport students to school activities, such as field trips, or athletic events, in vehicles with design capacity of eleven or more unless they are certified as Washington State school buses. School districts face liability issues if they carry students in non-certified vehicles.

However, school districts can contract with third parties for transportation services and these third parties are not constrained by law to operate school buses—a distinction local districts may not understand. Should a school district choose to enter into such a contract, they must address the liability issue arising from that action. The school district's own risk management program can manage this liability, and it might be shared with the contractor.

What actions did the work group recommend?

No legislative or administrative changes appear necessary. The OSPI's Education Service District staff will provide briefings to local districts regarding their flexibility to contract with third parties.

Problem #2–Can school districts use their buses to carry non-students?

In King County the summer season created a need for more transportation services for children who were out of school. Capacity to meet the need within the community was limited, yet school district vehicles were sitting idle. When a CBO tried to contract with the school district for vehicles and drivers, the school district was interested, but concern about state law prevented coordination.

What barriers are involved?

State law[3] permits school buses to be leased for use by programs serving children with disabilities and the elderly, but only if commercial providers are not reasonably available for such purposes. This is interpreted to mean that even if a competitive selection process is used, the school district cannot compete if any commercial provider also competes.

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[2] Federal Motor Vehicle Safety Standard 49 US Code, Sec. 30125(a), as amended in 1974, defines school buses.

[3] State statute Chapter 28A.160 defines how and when school buses can be used in Washington.

Summary of discussion

The question of whether school districts can compete to carry elderly and disabled people involves three issues of public interest:

1. concern about unfair competition with private sector interests
2. efficient expenditure of funds
3. faster aging of the school buses resulting from their increased use

Mary McKnew (left) and Paul Meury serving on the steering committee for a study of special needs transportation. McKnew represents the Governor's Task Force on Employment of Adults with Disabilities; and Meury, the Medical Assistance Administration of DSHS.

The first concern relates to the possibility of unfair competition with private sector interests. The statute seems to indicate if any private operator were to choose to compete for service contracts, the school district cannot be considered for awarding of the contract. The concept of reasonably available is not defined, but is assumed to be a legal term with broad connotations. However, in the absence of a definition, some school districts believe that should a private entity enter a very costly bid, the school district cannot be considered, because cost is not defined to be an element of reasonableness.

The second concern is with the efficient expenditure of funds. If the bidding agency is a nonprofit organization, the bid may represent a publicly funded program. The selection of service providers should allow for the most efficient and effective use of the public funds.

The third concern is with the faster aging of the school buses resulting from their increased use. Currently a typical small school bus is depreciated over an eight-year period and the state provides funds to a depreciation account based on that cycle. Because of the statute, any lease of school buses must be reimbursed at full cost to the district. This reimbursement rate would include depreciation. How that depreciation fee would be collected and credited is not clear, and its impact on the state depreciation fund is not clear either.

Because many communities have inadequate capacity, ACCT is interested in including school bus fleets included in local community inventories as potential capacity. If the community planning process exhausted all other resources, then there would likely be no reasonably available commercial provider to restrict the school districts.

The statute does not restrict school districts from entering into interagency agreements for transportation with other public entities. Initial discussion considered a

possible administrative remedy defining the term reasonable.

What actions did the work group recommend?

After several meetings, the representative from OSPI stated, "OSPI is very uncomfortable when they find anyone looking to change statutes that have been put in place to protect districts from being forced, by local patrons or anyone else, into using district property for uses other than what they are intended for." Concern was expressed that such use "might create precedents within communities that could result in requests for the use of school district property for a host of inappropriate purposes."

OSPI also observed, "This seems to be a problem for each individual district to evaluate. The first step is to identify a case when a statue is a limiting factor." The work group concluded that each individual case needed to be addressed before attempting to change a statute that would affect the whole state. The work group returned the issue to the originating district for further consideration. No further concern has been expressed.

Children's transportation work group

Communities have identified the coordination of transportation for children as the most difficult to accomplish.

What makes coordination of children's transportation so difficult?

Numerous federal, state, and local programs provide services to young people. These programs have different standards, policies, procedures, and operating parameters. When children are concerned, programmatic differences, which are already barriers to coordination, take on deeper levels of complexity. The paramount consideration for program staff is to transport children safely. Many fear that coordination will diminish program control over the environment of the child, leading to safety risks.

How can greater coordination be achieved?

A group of state agency, school district, and Head Start representatives met to discuss avenues for improving coordination. The group suggested approaches to take:

- Develop standards for transporting children that would be consistent for all programs and providers.
- Share driver-screening processes such as fingerprinting and background checks.
- Develop cooperative arrangements for driver drug testing.
- Consolidate driver-training programs.
- Develop options for insurance pools and risk management.
- Explore the feasibility of a centralized system for certifying drivers and vehicles.

How should ACCT proceed?

The group recommended the following approach:

- Form a steering committee to oversee a Children's Coordinated Transportation Project.
- Hire a project employee or consultant with subject matter expertise to work on this project, using ACCT funds.
- Involve providers and stakeholders in the development of solutions.

What has happened?

ACCT is exploring the possibility of contracting with the Community Transportation Association of the Northwest to conduct this project.

Automated trip planner work group

Technology can be used to improve coordination. One of the first ACCT demonstration projects produced a model for an automated trip planner. The model showed how an internet-based tool could offer statewide information about transportation resources and how to access them.

When ACCT asked a team of technical experts to review the model, the team unanimously recommended moving forward.

What is an automated trip planner?

Users access an automated trip planner through the internet. A client enters information about starting point and destination for a trip, as well as any requirements such as a wheel chair lift, infant car seat, or need to stop at a day care center.

The trip planner then shows users a list of all available transportation options, public and private. The list includes information on how to contact the provider and schedule a trip.

Who will use the trip planner?

Individuals, case managers, employers, transportation brokers, and anyone who needs help in finding a transportation resource can use the trip planner.

How will the project be funded and implemented?

While ACCT was exploring the trip planner, Oregon was investigating the same type of project. Since many people cross state lines for services and jobs, the two states decided to partner on a tool that can work for both states.[4]

The Oregon Department of Transportation (ODOT) is scoping the project and by February 2001 will recommend a timeline for development. Then ACCT and ODOT will begin jointly developing the product.

Washington WorkFirst agreed to contribute funds to the project, since the trip planner can be of great value in helping people access jobs, child care, and employment services.

[4] For information about the automated trip planner project, see the ACCT web site at www.wsdot.wa.gov/pubtran/ACCT

Identifying and tracking transportation costs work group

One of the more challenging tasks assigned to ACCT is to "develop methodologies and provide support to local and state agencies in identifying transportation costs." There is currently no way to identify how much money is spent on human services transportation. Most human service providers do not track this and do not report on it as a discreet budget item.

The PACT Forum decided that costs could not be identified and tracked until *transportation cost* is defined. For example, is it a transportation cost when a caseworker uses a personal vehicle to drive a foster child to a medical appointment and then is reimbursed for the mileage? A work group was identified to define transportation costs.

First we have to figure out where the money goes

In September 2000 ACCT hired a temporary research analyst. He will convene the PACT Forum work group and also develop a flow chart of all the federal, state, and local funds that can be used for transportation. The chart shows where the money goes (program), where decisions are made on how it is used, what limitations or use criteria are placed on it, and how it is put into a delivery system to provide rides.

This flow chart will be a tool of immense value in determining how to identify and track costs. It will also help determine the key points of coordination.

State agency coordination guidelines work group

One key task identified in the ACCT legislation is to "provide guidelines for state agencies to use in creating policies, rules, or procedures to encourage the participation of their constituents in community-based planning and coordination."

The PACT Forum made this task a priority. Recognizing that each state agency and program is different, and that a single policy guideline would not fit each situation, the forum created a work group to develop some model policies for affected state agencies.

The work group provided several briefings to ACCT and the PACT Forum as the guidelines were developed. The final document incorporated the feedback from both sources. The guidelines were then distributed to all state agencies in September 2000 with a letter asking each to determine if the guidelines applied and to make a written response about their determination by October 31, 2000. If the agency determined the guidelines did apply, they were asked to provide a brief description of their existing policies and procedures, or a description of their intention, and time frame, to establish their policies.

The responses to this effort are summarized in the following section.

Responses to the survey of state agencies

The table on the facing page shows the state agencies that were asked to determine whether or not the ACCT legislation applies to them. It displays their responses, whether or not they have existing policies on coordination, and when they expect to have policies in place.

How PACT responds to community concerns about state agency coordination

One responsibility of ACCT and the PACT Forum is to address coordination issues identified by people and organizations in the community. Generally ACCT and PACT do this by forming work groups to clarify problems and explore solutions. Work group activities were discussed earlier in this chapter. ACCT can also work directly with state agencies to address community issues.

ACCT has raised awareness and expectations about the possibilities of working collaboratively, as can be seen in the following examples.

OSPI encourages school district participation in community coalitions

As counties received ACCT coordination grants and communities began forming their transportation coalitions, many experienced difficulties in engaging school district participation. The communities asked ACCT for assistance. ACCT contacted the Office of Superintendent of Public Instruction (OSPI) to seek help in engaging school districts. As a result ACCT did two things.

1) OSPI hosted a meeting in which ACCT staff met with the five OSPI staff who work out of Educational Service Districts as the Regional Transportation Coordinators for large areas of the state. These coordinators agreed to work with local transportation coalitions as necessary and to provide information on ACCT and local coordination activities to the school districts in their area.
2) ACCT staff attended the annual Washington State Association of Pupil Transportation Managers' Conference in June 2000 and:
   a) Presented information to the entire membership on ACCT, coordination, and how coordination can help schools
   b) Conducted a workshop on ACCT, coordination, and the role a school district can play within the community to improve coordination and services for children.

The new era has already begun—stakeholders expect to be involved

Early in 2000, community organizations contacted ACCT and expressed a desire to provide input in regard to a policy that the Medical Assistance Administration (MAA) of the Department of Social and Health Services (DSHS) was beginning to implement. ACCT was still developing sample policy guidelines for state agencies, but stakeholders

State agency	Does ACCT legislation apply?	Timeline for policy implementation?
Agriculture	No	Not applicable (NA)
Community and Technical Colleges	No	NA
Community, Trade, and Economic Development	Yes	March 31, 2001
Corrections	No	NA
Ecology	No response	
Economic Development Finance Authority	No	NA
Employment Security	Yes	September 2001
Financial Institutions	No	NA
Financial Management	No	NA
Fish and Wildlife	No	NA
General Administration	No	NA
Health	Yes	To be determined
Health Care Authority	No	NA
Higher Education	No response	
Housing Finance	No	NA
Indian Affairs Office	No	NA
Information Services	No	NA
Labor & Industries	No	NA
Licensing	No	NA
Liquor Control	No response	
Parks and Recreation	No response	
Personnel	No	NA
Prevention of Child Abuse and Neglect	No	NA
Retirement Systems	No	NA
Revenue	No	NA
School for the Blind	No response	
School for the Deaf	No response	
Services for the Blind	Yes	To be determined
Social and Health Services	Yes	July 1, 2001
Superintendent of Public Instruction	Yes	September 1, 2001
Transportation	Yes	January 1, 2003
Transportation Improvement Board	No	NA
Utilities and Transportation	No	NA
Veterans Affairs	Yes	To be determined
Work Force Training and Education	No	NA

expected the spirit of the statute to be adhered to even before policies and procedures were in place.

MAA had recently taken the first step in a policy direction for the Medicaid transportation program. Stakeholders felt that in order to work collaboratively, MAA should: 1) engage in a community level discussion to assess the impact of the policy on communities and to hear community concerns before making a final decision; and 2) bring the issue to the PACT Forum for a discussion of impacts with other state agencies.

In response, DSHS scheduled and hosted a meeting with stakeholders. The meeting was well attended and produced a dynamic dialogue between the state program and stakeholders. MAA had the opportunity to explain the programmatic and fiscal reasons behind its policy. Communities articulated the impacts of the policy on their programs and their ability to deliver services.

This began a dialogue that will continue as MAA and communities negotiate strategies that are mutually supporting.

Communities expect state agencies to work collaboratively

The work between stakeholders, ACCT, and OSPI and MAA illustrate a number of important points:

- ACCT has raised community expectations that state agencies will work collaboratively in managing transportation programs.
- Communities believe that in a collaborative environment they have a right to challenge program decisions that have significant community impact.
- The development of coordination guidelines for state agencies is essential to creating a fair playing field in which state agencies have processes for involving stakeholders and other agencies in policy and facility siting decisions.
- Stakeholders must have processes for communicating with state agencies.

What are state agencies doing to coordinate outside of ACCT?

In addition to supporting the PACT Forum and its work groups, state agencies are involved in other activities to coordinate transportation services. Some activities have been ongoing and others are new, but each provides useful opportunities on which ACCT and the community coalitions can build.

Much of the coordination activity is occurring at the local level where program managers are encouraging contractors and service providers to cooperate with others within their communities. Most state agencies and programs do not have strong coordination policies in place, but there are exceptions.

Medical Assistance Administration (MAA)

Within the Department of Social and Health Services (DSHS), MAA administers the Medicaid Brokerage Program. This ten-year-old statewide program provides transportation for

clients to eligible medical services. The key feature of this program is the regional broker model used to arrange trips for eligible clients—MAA introduced the first successful working broker model in Washington State. The broker model is an operational tool that has been successful in coordinating trips for Medicaid clients among a variety of local service providers. MAA's model will be closely studied by community coalitions as a means for meeting their coordination objectives.

In addition, MAA has been working with the King County Department of Transportation (Metro) since 1992 to coordinate transportation in King County. In 1999, MAA signed an inter-agency agreement with Metro to formalize that relationship. The two agencies currently contract with a single broker to distribute both MAA and Metro ADA trips. This process was assisted by an earlier demonstration grant received from ACCT.

Aging and Adult Services Administration

The DSHS Aging and Adult Services Administration has promoted coordination through their programs serving the elderly and adults with disabilities in the state. Through regional Area Agencies on Aging and subcontractors, coordination is part of the contracting requirements for programs provided in local communities.

WorkFirst Partnership

Washington's welfare reform program, WorkFirst, is administered by the WorkFirst Partnership:

- Department of Community, Trade and Economic Development
- Employment Security Department
- Department of Social and Health Services
- State Board for Community and Technical Colleges

The WorkFirst partners have been very involved in enhancing transportation coordination. As the WorkFirst Local Planning Areas develop local plans to increase job placements and remove barriers to employment, they involve a wide spectrum of community agencies and stakeholders. Transportation solutions are created collaboratively.

Employment Security Department

The Employment Security Department (ESD) is supporting two coordination projects in King County.

1. **Working Wheels** is a partnership with the city of Seattle to help customers take another step toward independence. It will provide working WorkFirst participants with access to refurbished vehicles, which participants will be able to purchase at low interest rate loans.
2. **The Smart Card Development Project** received a $10,000 match from ESD. In Phase I, the program will design a transportation system fare card that utilizes smart card/microchip technology and allows low-income family members to easily access and use public transportation.

Department of Transportation

The Washington State Department of Transportation (WSDOT) has been promoting coordination for over twenty years. The department administers several state and federal grant programs and makes coordination a major criterion for grant awards. All the grant programs are competitive; therefore, successful coordination efforts are essential to success in receiving funding. This emphasis has encouraged the development of many community-based operating systems. These systems have not always been community wide, but they provide good foundations upon which to base local community plans.

What are the barriers to coordinating at the state agency level?

A variety of barriers face state agencies in their efforts to improve the coordination of transportation services[5]:

- Organizational and structural
- Policy and regulatory
- Operational
- Information
- Financial and resource
- Communications

Experience in Washington State and elsewhere has shown that it is easier to understand the barriers than it is to begin resolving them. Thus the following question has been asked numerous times at ACCT meetings: "If coordination is such a good idea, why are we having so much trouble doing it?"

The federal experience with coordination

The federal Coordinating Council on Access and Mobility recently issued draft planning guidelines for coordination. Those guidelines include the following observations:

"It [coordination] may be initially more expensive, more difficult, and more time-consuming to achieve than most agency representatives initially perceive."

The draft guidelines further state that:

"Coordination depends on mutual trust among all parties involved, so that constant work is necessary to maintain the relationships and ensure that all parties keep working together. Coordination is often a fluid process that requires constant reinforcement as persons and institutions change."

Can trust overcome turf issues?

Washington State's coordination process validates the foregoing federal observations about the need for trust and continuing support.

Turf barriers exist, but the underlying reasons for them are not well understood. Social service, health, education, and transportation agencies all operate within different cultures. Each operates with little understanding of the others. Priorities for transportation vary; for some agencies transportation is their

[5] The barrier classification system is explained fully in *Baseline Transportation Coordination Study, Final Report,* by Moss-Adams Advisory Services, 1996.

reason for existence, while for others it is a necessary, but secondary, priority. Resources are available based on those priorities. Control of resources, and their impact on clients, is important in the face of uncertainty about other program priorities and practices.

Coordination has its costs—the challenge of finding staff resources

In addition to challenges around trust and communication, time commitments have been greater than anticipated for staff. The PACT program is ambitious, but resources are limited: the planning process is one more complex activity added to an already busy workload. Participants see some support for coordination from decision-makers, but with an implied understanding that transportation is a secondary priority.

Thus the key challenge for ACCT and for the PACT is one of resources. Success requires sufficient resources to build the program and time to build trust and understanding. Only then can participating agencies develop the right plan and implement it properly.

How does ACCT plan to enhance state level coordination?

ACCT has laid the groundwork for a statewide strategy for coordinating transportation services. To further its successes, ACCT is proposing the following activities.

Continue supporting the PACT Forum

The PACT Forum serves many useful purposes, not the least of which is as an instrument for building trust and sharing information. Its work groups include stakeholders and further serve as a means for sharing information and points-of-view. ACCT will continue to use the PACT Forum as a focal point for developing coordination plans.

Diane Kessel, DSHS, (left) and Nancy Hanna, Office of Community Development, address the ACCT Council at a recent meeting. Kessell and Hanna were responding on behalf of the PACT Forum to the outcomes of a recent study of special needs transportation.

Seek statewide policy

ACCT will recommend that the Legislature enact a policy statement clarifying legislative intent and raising the priority of transportation coordination. This statement will declare the state has an interest in supporting transportation services for persons with special needs.

Request resources

National experience has shown that a lack of resources is a fundamental reason for states being unable to implement their coordination plans. ACCT will be asking the Legislature for an increased appropriation to enable local communities to develop their local plans. Further, funds will be requested to support the state level activities needed to successfully implement all the elements of PACT.

Continue to support local planning efforts

ACCT will continue its efforts to support planning efforts by local communities. Additional funding will be requested, and additional staff support for technical assistance will be provided. State agencies, through the PACT Forum, will also be engaged to support local programs as they design and implement their new plans.

Assist state agencies as they develop policies

ACCT staff will provide support to state agencies as they develop their internal policies and guidelines. These new policies will help clarify agency roles and responsibilities regarding the implementation of PACT.

4 What are communities doing to develop coordinated transportation systems?

Transportation is delivered at the community level. For the ACCT vision to be realized, community organizations and local providers need to develop mechanisms for coordinating service delivery, deciding where to locate facilities, and developing programs. This will enable communities to use existing resources more effectively and position them to seek additional resources to address unmet needs.

Chapter 5 describes activities to develop coordinated transportation systems at the community level, including:

- local planning guidelines
- ACCT process for developing local coordination grants
- coordination grants for 1999
- coordination grants for 2000
- summary of progress reports from counties receiving coordination grants
- summary of demonstration grants for 1998–1999
- demonstration grants for 2000

Chapter 5 also describes challenges to coordination at the community level and ACCT's plans to address those challenges.

Developing guidelines for local planning

In accordance with statute, in March 1999, ACCT formed a work group of stakeholders and charged the group with creating a comprehensive set of guidelines to be used by community coalitions as they develop coordinated transportation systems. By meeting in half-day sessions every other week for three months, the work group succeeded in producing the guidelines at the beginning of the

A meeting of the new Chelan/Douglas transportation coordination coalition, a group that has succeeded in bringing a broad range of stakeholders to the table. The coalition has applied for a $25,000 ACCT coordination grant.

1999–01 biennium began, in sufficient time to award coordination grants.

These guidelines have become part of the statement of work in the contracts for ACCT coordination grants. The counties also rely on the guidelines as they form transportation coalitions, conduct community inventories, select a coordination model, design and implement a coordinated transportation system, and evaluate and improve those systems. The guidelines are available on the ACCT web site at: *www.wsdot.wa.gov/pubtran/ACCT* under "Local Activities." A list of work group members is in Appendix A.

Awarding ACCT coordination grants to counties

Once the guidelines were developed, ACCT was ready to initiate local planning processes. Unfortunately, the amount of funds available to ACCT from its $750,000 transportation fund appropriation was only $250,000. The remaining $500,000 was held in reserve pending a matching appropriation from the state general fund. The Legislature's transportation committees required this in order to demonstrate combined support from both human services and transportation interests. This presented a dilemma for the Council, since staff estimated that it would take an average of $200,000 per county to design and implement a coordinated system.

How did the ACCT allocate funds to counties in 1999?

The Council decided to spend the entire $250,000 for county coordination grants, provided DSHS and WSDOT could continue to cover program administrative expenses. Both agencies were able to do so.

There was considerable discussion on how to award the grants. Options included:

- Fund one project for up to $250,000, to have one complete and successful project to showcase.
- Fund two projects, to allow for a significant investment in each yet have some variety.
- Fund many projects, beginning at $20,000 each.
- Fund combinations of the above.

Providing seed money to get things started

The Council elected to award grants of $20,000 to as many counties as possible with the understanding that counties could not complete all the tasks required in the guidelines for this small amount of money. The Council regarded these grants as seed money to get coordination activities started in communities around the state.

Both ACCT and communities agreed to take the risk and have faith that additional funds would become available to finish the coordination process. Once a county receives an initial coordination grant, ACCT intends to add additional funds to the contract to enable counties to implement a coordinated system. Funds will be added in increments, as long

as the county is making adequate progress.

How did the counties get started?

In August 1999, ACCT informed counties about the availability of funds to form transportation coalitions and to design and implement coordinated transportation systems. Following this notification:

- Interested county commissioners, county council members, or county executives sent letters of intent to hold a community forum to decide whether or not to pursue the coordination grant.
- When letters of intent were received, ACCT worked with counties to schedule the community forums, including all the necessary participants.
- ACCT staff attended community forums and guided communities through the key decisions to be made at the forums:
  * Does the community want to form a transportation coalition to design and implement a coordinated transportation system?
  * What are the boundaries of that system?
  * What agency will be the lead agency to spearhead the coordination efforts and contract with ACCT to receive grant funds?
- Counties interested in moving forward sent a brief application to ACCT.
- A subcommittee from the PACT Forum reviewed the applications and made recommendations to the Council on awarding grants to counties.
- ACCT executed contracts with the lead agency for each county or group of counties that were awarded a grant.

Which counties received ACCT coordination grants in 1999?

ACCT awarded a total of $230,000 in coordination grants in 1999. The table on the next page shows the counties and lead agencies receiving coordination grants in 1999.

Which counties have coordination grants for 2000?

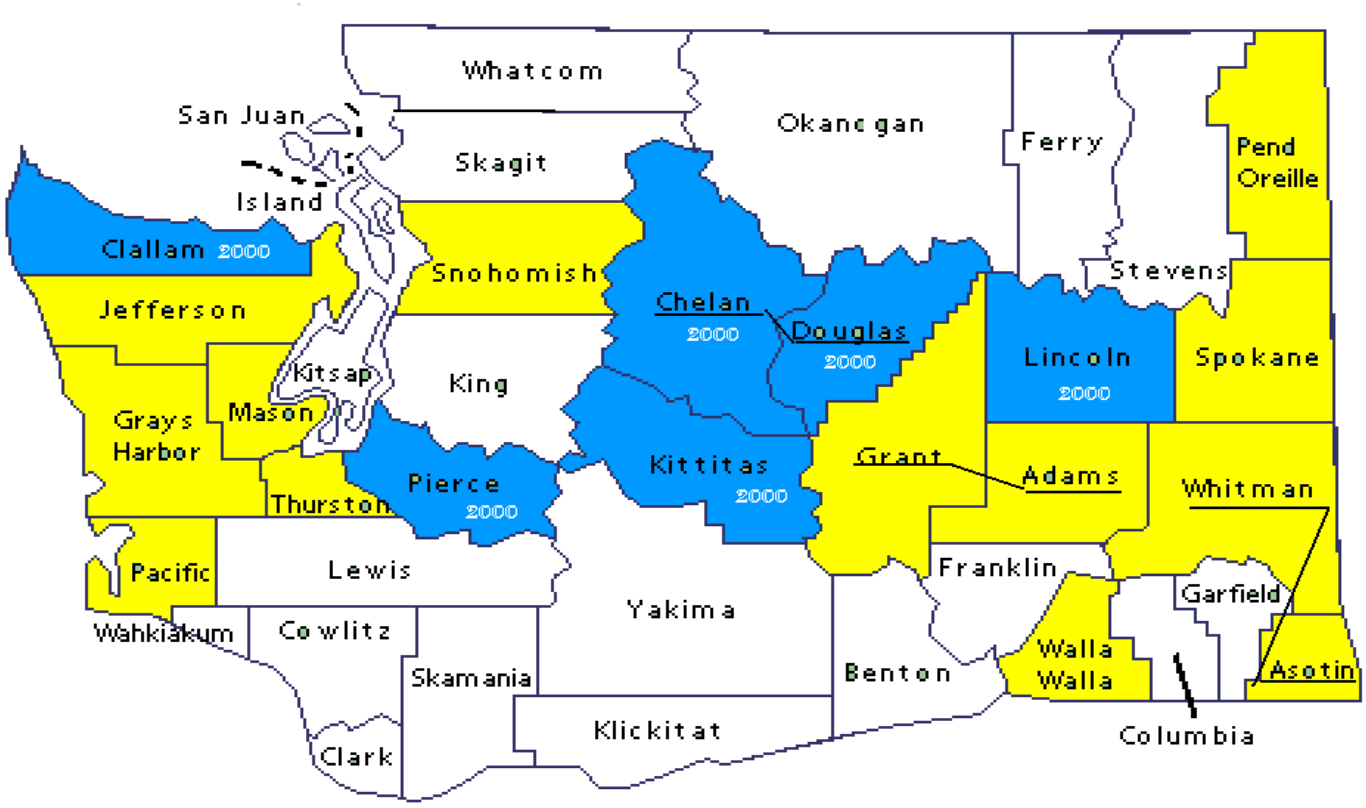
During the 2000 legislative session, the Legislature removed the appropriation proviso restricting access to $500,000 of the appropriation absent general fund matching dollars. This allowed ACCT to use the $500,000 held in reserve. The Council then doubled the grants awarded to the original thirteen counties, enabling them to continue making progress. In addition, the Council offered seed money grants to additional counties.

In August of 2000, ACCT repeated the process outlined above for initiating community coordination processes. As a result, additional counties received start-up coordination grants.

Some of these counties elected to combine and develop systems that addressed a two-county geographical area (underlined). The map on page 45 displays the counties that received coordination grants for 1999 and 2000.

ACCT coordination grants awarded in 1999	
County	Lead Agency
Asotin	Council on Aging and Human Services
Grant/Adams	People for People
Grays Harbor	Coastal Community Action Program
Jefferson	Jefferson County Health Department
Mason	Mason Transit Authority
Pacific	Coastal Community Action Program
Pend Oreille	Northeast Rural Resources Development Council
Snohomish	Snohomish County Human Services
Spokane	Spokane Chamber of Commerce
Thurston	Thurston Regional Planning Council
Walla Walla	Walla Walla County Human Services Department
Whitman	Council on Aging and Human Services

ACCT coordination grants awarded in 2000	
County	Lead Agency
Chelan/Douglas	Link Transit Authority
Clallam	In process
Kittitas	Kittitas Community Action Council
Lincoln	In process
Pierce	Pierce County Human Services



Counties receiving ACCT coordination grants for 1999 and 2000.

Summary of reports from counties receiving coordination grants

County grantees have submitted reports on their ACCT grants and coordination activities. These county reports may be found in Appendix B of this report. The following section summarizes the county reports.

How demographics impact coordination

The demographics for the counties with grants vary from large, highly urban counties such as Pierce and Spokane, to small, remote counties such as Asotin and Lincoln. Reviewing the county demographics makes it apparent that special transportation needs coordination does not fit nicely into preformed little boxes of needs and services. Some counties have dense urban areas with overlaps in services, as well as isolated areas with little or no service. Others have little or no public transportation and many of the medical and social service agencies are located outside the county. County economic forces, as well as age and health trends, also impact the nature of coordination efforts in each area.

What is the history of coordination at the county level?

Many of the counties that have applied to participate in the ACCT community coordination process have been making efforts towards coordination for some time prior to the advent of ACCT. Mason and Asotin counties are examples of counties that have been endeavoring to coordinate transportation for a number of years. For these counties the grant funds have allowed the process to move from the talking stage into detailed inventory, assessment, and planning.

For other counties and communities, the ACCT grant has been the stimulus to begin coalition building. Barriers such as turf, funding stream exclusivity, and lack of funds had, in many cases, prevented any significant movement towards coordination. The action the Legislature has taken in creating ACCT and the associated statutes has helped to address these barriers.

How are the counties doing at their tasks?

ACCT expects the county grantees to be able to:

1. Form and maintain broad stakeholder coalitions;
2. Develop a detailed inventory of providers, services, infrastructure, technology, and perceived needs and service gaps; and
3. Initiate the development and design of a comprehensive special needs transportation coordination plan.

The county reports show a variety of activities in these areas. Some have moved significantly into the inventory and plan development phase, others are still working on getting stakeholders identified and involved. Differences in demographics, transportation history, and the complexity of the existing systems all cause each county to face different issues and to progress at different rates. Overall, counties have made a significant amount of progress.

Who is participating in the coalitions?

The community coordination guidelines developed by ACCT, described earlier in this chapter, include a comprehensive list of agencies, organizations, advocates, and stakeholders that communities should consider including within their coalition.

In practice no single county has been able to secure active membership from all organizations. However, most counties have by now achieved a broad-based coalition consisting of most or many of the potential participants in their communities. These coalitions continue to grow.

As the coalitions begin to move into the planning phases of coordination and accomplish their objectives, other stakeholders will feel motivated to participate. Additionally, ACCT has now provided guidelines to state agencies for adopting transportation coordination policies. As the agencies develop these policies, field offices should be more inclined to participate in local coalitions.

Forming a coalition is an accomplishment

The county reports make it clear that forming and maintaining a coalition to coordinate transportation is in itself a significant accomplishment. As an example, here is a selection from the Pend Oreille County report:

"Although the meetings were intended to provide information about the ACCT project and gather community needs data, it became clear that many of the customers of transportation were confused. They were unsure how to access services. They found it frustrating to call two or three providers to find out if they were eligible for service. They were also unaware of all the potential services available.

Based on that information, the three major providers, (Rural Resources, Special Mobility Services and Catholic Charities-Volunteer Chore) began drafting a joint brochure. The brochure will include every provider in the county that wants to participate. Providers are contacted to determine their interest in participation and gather information to be included in the brochure. The brochure is divided by types of service, including shopping, medical, education, recreation, veterans, nutrition, connections to airline/bus/train, and a section for additional needs. We hope that this type of brochure could also become electronic in the future."

Other accomplishments by coalitions

Other accomplishments by the community coalitions include:

- involvement in applying for and leveraging additional transportation and social service funds into the community
- leadership in applying for the Job Access grants
- helping human service providers understand the pivotal role of transportation to the success of their programs
- the beginnings of comprehensive coordination plans
- partnerships between agencies that once were reluctant to cooperate
- wide information distribution
- a solid set of mutually accepted goals and objectives
- new data gathering instruments
- a new, stronger voice in advocating for more effective service

Clallam County residents and local agency representatives met recently to organize the county's transportation coordination coalition. The Clallam coalition has applied for an ACCT coordination grant.

Demonstration grants for 1998–1999

In addition to coordination grants, ACCT awards demonstration grants to test alternate approaches to specific aspects of coordination. In 1998-1999 ACCT awarded seven demonstration grants. This section summarizes the products and outcomes of those grants.

Partnerships for Coordinated Transportation

Located in King County, for this project King County Department of Transportation partnered with a number of agencies and organizations, including the Holly Park Community Council, Seattle Jobs Initiative, DSHS, City of Redmond, and Genie Industries. Funding for the project included $140,000 from ACCT and $110,000 in local match.

Results

- Lowered administrative costs and improved accountability by having DSHS-Eastside CSO, Seattle Jobs Initiative and King County Jobs Initiative use a voucher program.
- Reduced costs per trip using the van program. When the Metro vanpool met the client need, the trip cost $1.57. If the trip were provided on Metro ACCESS, the estimated cost is $24.09, representing a savings of $22.52 per trip.
- Created opportunities for jobs. For example, at the King County Work Training Program, twenty-two clients were placed in jobs with the assistance of the coordinated transportation efforts.

King County AddVANtage Plus Program

This project was located in King County. The project team included King County Metro, Asian Counseling and Referral Service, and the Maple Valley Community Center. The funding for the project included $78,785 in ACCT funds and $42,440 in local match.

Results

- Placed retired commuter vans with the Asian Counseling and Referral Service and the Maple Valley Community Center.
- Developed procedures for utilizing vans, scheduling trips, and clarifying roles and responsibilities among administration and program staff.
- The transportation program provided a great resource for critically under-served areas and to isolated ethnic groups. Subsidized program provided greater efficiency to a small number of people who would otherwise have little or no opportunity for transportation. Individuals riding the van created social networks to those often isolated.
- The vans that were placed with the two community-based organizations provided 19,000 rides.
- Van productivity exceeded six riders per hour.
- Costs averaged $5.70 per ride.
- The total estimated cost savings to both agencies was in excess of $60,000.

King County ACCESS Transportation

This project was also located in King County. The project team consisted of staff from Metro's Accessible Services group, DSHS Medical Assistance Administration, and staff from Multi-Service Center (MSC). Funding came from ACCT—$135,089—and $93,875 in local match.

Results

- Upgraded software to allow accurate tracking of trips by funding sources and give access to both operating systems at the same time.
- Negotiated the first interagency agreement for joint procurement of broker services in time for the 1999 contract procurement. This relationship had been developing for over seven years.
- Monthly savings for Metro increased from $12,982 to $19,680 over a one-year period.
- DSHS reported a monthly savings of $9,073 by the final month of the project.
- Identified more than thirty differences between the DSHS medical transportation program and the Metro ACCESS program. Resolved many of the differences by agreeing to adopt the higher level of service prescribed by one of the two agencies.
- During the last quarter of the project, more efficient routes were created that reduced travel time and improved efficiencies by serving more riders per hour at lower cost and improving the loading and unloading logistics at sites.
- Received an opinion from the Federal Transit Administration regarding drug and alcohol testing requirements. Aspects of the requirements had been identified as a major barrier to coordination; the new FTA opinion opened the door for MSC to place Metro trips on its DSHS service providers.

Mason County Transportation Authority

The project was located in Mason County. For this project, Mason Transit worked closely with the Shelton School District, DSHS, and Mason General Hospital. Project funding included $69,410 in ACCT funds and $35,765 in local match.

Results

- Developed and staffed a position of Mobility Coordinator that identified persons with special needs requiring improved transportation.
- Developed a Volunteer Driver intake form and process to monitor volunteer performance and provide recognition. Volunteer miles increased 13,000 miles after two quarters.
- Established a minimum standard for contracting with local providers to include driver training, liability and vehicle maintenance.
- Developed agreements with local transportation providers such as Exceptional Foresters that would meet the identified transportation deficiencies.

- Established a "Transport Chair" program in coordination with Mason General Hospital, which provided individuals with temporary loan of a wheelchair after a hospital discharge.
- Entered into an agreement with the Shelton School District to provide general public transportation in school buses while these vehicles were providing after school transportation to students.
- The project processed an average of 871 trips per quarter. They averaged 718 out-of-county trips and 776 trips provided by volunteers.

Olympic Area Agency on Aging

This project was located in Jefferson and Clallam Counties. Funding included a $125,000 ACCT grant and $39,500 in local match.

Results

- Developed a dynamic, easily updated database of transportation and travel options for special needs clients that can be viewed on the Internet. This tool not only explored traditional service providers such as agencies offering Medicaid trips, transit operators, taxis and car rentals, it also included home care agencies that provide transportation to medical appointments.
- Used public transit to conduct long-distance bus tours for more than 50 new bus riders.
- Held call-in television show on local access channel providing home-bound persons and special needs clients with educational opportunities to learn about transportation options.
- Produced a videotape on The Five Myths of Transit to encourage persons with special needs and other paratransit riders to try fixed route transit service.
- Prepared and distributed 250 binders of transportation resources with current schedules.

People for People

This project was located in Yakima County and funded by a $243,431 grant from ACCT.

Results

- Established a Coordinator position responsible for building partnerships, providing education and program information, problem solving, and project oversight.
- A series of routes were established to serve clients receiving Temporary Assistance for Needy Families (TANF), seniors, persons with disabilities and the general public. By coordinating funding and services, the system offered an additional 37 service hours per day.
- Fiscal procedures and cost models were developed with DSHS, Employment Security, and the Private Industry Council to add their clients to the coordinated system and charge costs more accurately to each program.
- Established a single phone number for clients to schedule trips.
- Over the course of a year, the Project realized a reduction in average trip costs from

$16.32/trip to $13.63/trip. In addition, the average cost per mile declined from $1.90 to $1.51 for the same period.

Senior Services of Snohomish County

This project was located in rural Snohomish County. Funding included $160,000 from ACCT and $158,750 in local match.

Results

- The Transportation Assistance Program (TAP) provided new or additional scheduling and dispatching services and wheelchair accessible vehicles to Senior Centers.
- Coordinated driver training for TAP drivers with the Dial-A-Ride Transportation (DART) program to provide uniform quality service and save training expenses.
- Established two additional Senior Centers as out-stationed sites.
- Partnered with Community Transit to produce the Transportation Options in Snohomish County handbook targeted to seniors and persons with disabilities. The document was produced in large-print format and in five languages. Distributed 4,000 copies.
- In 1997, TAP provided 6,912 trips. In 1998 the trips increased by 66 percent and the miles driven increased by 77 percent. Between January 1998 and June 1999, TAP provided 17,752 trips. This included 5,599 trips transferred to DART, and 12,151 point to point trips.

Demonstration grants for 2000

When additional funds became available for FY 2000, the Council allocated $70,000 for demonstration grants. The PACT Forum recommended that the money be used to fund school/community demonstration projects. This was because many of the ACCT grant counties reported difficulties with school district participation in the community

Intercity Transit and its partners, the Tumwater School District and Behavioral Health Resources, received an ACCT demonstration grant for 2000. The project coordinates vehicles and drivers so that students of the Youth Enhancement Program (YEP) can attend an after-school enrichment program. By providing access to a safe, caring environment that fosters social and academic growth, the project benefits the youth, their families, and the community.

transportation coalitions. Often school districts could not envision how schools could fit into a coordinated system.

In August 2000, ACCT solicited applications for a demonstration grant that would test models of school/community coordination. The projects needed to involve at least one school district and one or more community agency or provider.

Four applications were received. Two of the projects had components that could be funded through WSDOT, which enabled ACCT to fund more than $70,000 worth of projects.

ACCT awarded three grants:

- The Intercity Transit Authority (IT) and its partners, the Tumwater School District and Behavioral Health Resources, for a project using IT and school district vehicles and drivers to assist special needs youth in getting from school to the behavioral health facility and then home. The project also has training components and mechanisms to explore further federal funding.
- The Mason County Transportation Authority and its partners, the Shelton and the North Mason School Districts, for their project to integrate school district vehicles into the general public transportation system for Mason County. The service will have a single point of entry for scheduling, use vehicles accessible to persons with disabilities and be available to the general public.
- Pierce Transit and its partners, the Puget Sound Educational District, DSHS Region 5 Community Services, the Wood Products Consortium, and other local partners, for a project that uses multiple transportation resources, including school district vehicles (community vans), to provide access for Welfare-to-Work clients to over 30 potential employers.

What are the challenges to coordination at the community level?

Although communities are making significant progress, counties report a number of challenges. Rural counties face immense challenges due to the economies of scale in providing services to remote or isolated areas. Services are often fragmented and access is confusing to consumers. Rural communities have difficulty generating enthusiasm because of past failures and continuing gaps in services.

Counties indicate that one of the most difficult challenges is attracting coalition participants, especially government agencies who don't see the need to invest their time in attending coalition meetings. There is also a tendency for lethargy to set in if activities and useful products aren't forthcoming.

County coalitions are feeling the impacts of Initiative 695

The most commonly mentioned challenge from the county coalitions is to try to sustain the current successes during a financial crisis. As Mason County expressed, "The loss of State support to public transporta-

tion through repeal of the Motor Vehicle Excise Tax greatly inhibits coordination efforts." Nonetheless, most counties realize that the funding reductions make the efficiencies that are possible through coordination all the more important to pursue.

ACCT's limited funds for coordination grants

One challenge confronting ACCT is the limited amount of funds that have been allocated to the coordination grants. Coordination grants must be large enough to pay for a full time designated staff person. Somebody has to do the work.

Experience in our coordinating counties clearly demonstrates that the lead agency cannot absorb the new activities into its existing workload. A full time person is needed to focus solely on the work required by the coordination grant contract.

Some agencies recognized this need and used grant money to fund a full time person—these agencies have made significant progress. Some started out with a full time person, others realized the necessity and hired a person after the second $20,000 was added to their contract. Still others have not done this, and the lack of focused staff time is evident in their more modest progress.

How will ACCT address the challenges of community coordination?

ACCT plans to address the challenges to coordination at the community level by:

- Putting more emphasis on assisting grantees in finding and funding staff positions to provide staff support to their coalitions.
- Assisting coalitions in finding and securing additional funding sources for coordinated special needs transportation.
- Providing a full time ACCT staff position to give technical assistance and other guidance to the community coalitions.
- Working at the statewide level to assist government agencies in providing more emphasis on local coordination.

Glossary of terms relating to coordination

Blue Ribbon Commission on Transportation

The Blue Ribbon Commission on Transportation (BRCT) was created by the Legislature and Governor in 1998 to conduct a comprehensive analysis of statewide transportation needs and priorities. The Commission is comprised of public and private sector representatives. Recommendations for identifying, funding, and delivering key transportation projects and services were communicated to the Governor in December 2000.

CBO

See community-based organization.

CSO

See Community Service Office.

community-based organization (CBO)

A community-based organization is a non-government agency which is located and operates in communities to address community needs. Community-based organizations can be non-profit, faith-based, philanthropical, or service organizations. Examples include Community Action Programs, Catholic Community Charities, United Way, and Disabled Veterans of America.

community service office

The Department of Social and Health Services, Economic Services Administration delivers direct services to clients through 65 Community Service Offices (CSO) located throughout the state. CSO staff work with individuals, families, and children to determine eligibility for cash assistance, food stamps, and medical benefits; to issue benefits; and to help people move to self-sufficiency.

coordination grants

The grants distributed by ACCT to support counties as they form transportation coalitions and design and implement coordinated transportation systems for their communities.

demonstration grants

Demonstration grants are grants distributed by ACCT to test specific models of coordination. They involve two or more community organizations that work together to explore a new and collaborative approach to providing transportation. Demonstration grants involve providing new rides in innovative ways.

JARC

Job Access and Reverse Commute Grant Program, a program of the Federal Transit Administration that assists states and localities in developing new or expanded transportation services to connect welfare recipients and other low income persons with jobs and other employment related services.

mobility coordinator

A mobility coordinator is a person who works with individuals to identify their transportation needs, develop transportation options, overcome transportation barriers, and arrive at long term transportation solutions.

PACT Forum

The Program for Agency Coordinated Transportation (PACT) Forum is an ongoing work group that serves as an advisory board to ACCT. Its membership consists of representatives from state agencies and major subprograms affected by the ACCT legislation.

people with special transportation needs

Defined in statute as people *including their personal attendants, who because of physical or mental disability, income status, or age are unable to transport themselves or purchase transportation.*

RTPO

See Regional Transportation Planning Organization.

Regional Transportation Planning Organization

A voluntary association of local governments within a region whose purpose is to plan the development and use of regional transportation facilities and service. Member jurisdictions within an RTPO determine their own structures to ensure equitable representation among local governments and to allow flexibility across the state.

transportation coalition

A transportation coalition is a formal, community-based, long term alliance of community organizations, transportation providers, social and health service providers, advocacy groups, interest groups, and individuals, that work together to achieve common goals to improve special needs transportation through coordination.

WorkFirst Transportation Initiative Team

A team addressing the transportation barriers for WorkFirst clients by connecting WorkFirst planning and ACCT coordination activities, and by seeking funds to enhance transportation. A partnership between five agencies:

- Department of Community, Trade, and Economic Development, Office of Trade and Economic Development
- Department of Community, Trade, and Economic Development, Office of Community Development
- Department of Social and Health Services
- Employment Security Department
- Washington State Department of Transportation

A. Membership lists

Current members of the Agency Council on Coordinated Transportation (ACCT)

Voting members

Gretchen White, Chair, Department of Transportation

Reg Clarke, Edmonds School District (representing the Washington Association of Pupil Transportation)

Liz Dunbar, Department of Social and Health Services

Glen Hallman, Consumer Representative

Michael Harbour, Vice-Chair, Intercity Transit (representing the Washington State Transit Association)

Andrew Johnsen, Governor's Transportation Policy Advisor

Thomas Kelly, Office of the Superintendent of Public Instruction

Marlaina Lieberg, Consumer Representative

Doreen Marchione, Hopelink (representing the Community Transportation Association of the Northwest and Washington State Association of Community Action Agencies)

Legislative members

Representative Brad Benson

Representative Jeanne Edwards

Senator Tracey Eide

Representative Phil Fortunato

Senator Georgia Gardner

Senator Jim Horn

Senator Marilyn Rasmussen

Senator Larry Sheahan

Representative Alex Wood

Past members of the Agency Council on Coordinated Transportation (ACCT)

Voting members

Garry Brueggeman, People for People (representing the Community Transportation Association of the Northwest)

Gladys Doriot, KWRL Transportation Cooperative (representing the Washington Association of Pupil Transportation)

Jennifer Joly, Governor's Transportation Policy Advisor

Russ Lidman, Governor's Executive Policy Office

Toby Olson, Governor's Committee on Disability Issues & Employment, Consumer Representative

Charles Reed, Vice-Chair, Department of Social and Health Services

Bruce Reeves, Washington Senior Citizens' Lobby, Consumer Representative

Legislative members

Senator Calvin Goings

Senator Jim Honeyford

Representative Phyllis Kenney

Representative Maryann Mitchell

Senator Eugene Prince

Senator Jeanette Wood

ACCT staff

Current

Jeanne Ward, Administrator

Debra Mendoza, Secretary

Jim Erlandson, Community Coordinator

Don Chartock, Research Analyst

Past staff

Mary Kellington, Secretary

WSDOT support to ACCT

Cathy Silins, Manager, Public Transportation Office

Gordon Kirkemo, Public Transportation Program Administrator

Barbara Davis, Communications and Public Involvement Manager

John Nichols, GIS and Internet Specialist

Current members of the Program for Agency Coordination Transportation (PACT) Forum

Janet Abbett, Office of Trade and Economic Development, WorkFirst

Glenda Burch, ESD, Training Division

Connee Bush, PhD, DSHS, Division of Vocational Rehabilitation

Sue Carnahan, OSPI, Pupil Transportation & Traffic Safety Education

Mary Massey, Employment Security Department

Ray Chisa, DSHS, Mental Health Division

Kimberly Craven, Governor's Office of Indian Affairs

Jim Erlandson, ACCT

Sharon Gilbert, DSHS, Children's Administration

Tom Gray, DSHS Medical Assistance

Nancy Hanna, Office of Community Development, Community Services

April Harris, Department of Veterans Affairs

Ian Horlor, DSHS, WorkFirst

Allan Jones, OSPI, Pupil Transportation & Traffic Safety Education

Gordon Kirkemo, WSDOT, Public Transportation & Rail

Garrison Kurtz, Office of Community Development, Community Services

Bob Lewis, Office of Financial Management

Terry Liddell, Governor's Head Start State Collaboration Project

Mary Looker, Department of Health, Community & Rural Health

Patty McDonald, DSHS, Aging & Adult Services

Michael Rogers, DSHS, Division of Developmental Disabilities

Cathy Silins, WSDOT, Public Transportation & Rail

Emilio Vela, DSHS, Alcohol and Substance Abuse

Jeanne Ward, ACCT

Holly Watson, ESD Employment & Training Division

Members of the local planning guidelines work group

Doris Andrechak, DSHS, Division of Vocational Rehabilitation

Pat Bonin, Human Services Council

Rosemary Brinson-Siipola, Cowlitz-Wahkiakum Council of Governments

Mary Jo Cady, Mason County Commissioner

Sue Carnahan, Puget Sound ESD/Fife School District

Reg Clarke, Edmonds School District

Mollie Dalpae, Spokane Valley Center/Health for All

Linda DePertuis, Employment Security, Employment and Training

Richard Graham, consumer representative

Lu Jewell, Thurston County Private Industry Council

Stephanie Keck, Pierce RSN, Mental Health Ombudsman Service

Gordon Kirkemo, WSDOT, Public Transportation and Rail

Dick Kuczek, Kittitas County Action Council

Bud Land, Mason-Thurston Head Start/ECEAP ESD 113

Jim Longley, Lewis County Public Works Department

Barbara Poetker, Olympic Area Agency on Aging

William Rychliwsky, Quinault Indian Nation

Terry Schroeder, DSHS, Bremerton Community Service Office

Dan Schwanz, Special Mobility Services

Jeanne Ward, ACCT

Park Woodworth, King County Department of Transportation

Coordination grant managers

Asotin and Whitman Counties: Karl Johanson, Council on Aging and Human Services

Chelan and Douglas Counties: Greg Wright, Link Transit

Clallam County: Tim Hockett, Olympic Community Action Program

Grant and Adams Counties: Kathy Parker and Bernadette Kling, People for People

Grays Harbor and Pacific Counties: Neal Schanbeck and Wayne Nelson, Coastal Community Action

Jefferson County: Anna McEnery, Jefferson County Health and Human Services Department

Kittatas County: Mike Williams, Kittatas Community Action Council

Lincoln County: Ken Sterner, Area Agency on Aging

Mason County: Dave O'Connell, Mason County Transportation Authority

Pend Oreille County: Kelly Smith and Jamie Baskin, NE Washington Rural Resources Development Association

Pierce County: Eric Phillips, Pierce Transit; and Jacklyn Montgomery, Pierce County Human Services

Snohomish County: Denise Brand, Snohomish County Human Services

Spokane County: Joanne Murcar, Spokane Area Chamber of Commerce

Thurston County: Karen Parkhurst and Mary Williams, Thurston Regional Planning Council

Walla Walla County: Bob Chicken, Walla Walla County Department of Human Services

Demonstration project grant managers

1997–1999

Bob Flor, King County Department of Transportation

Marcy Jaffe, Olympic Area Agency on Aging

Al Landis, People for People

Dave O'Connell, Mason County Transportation Authority

Sandy Stutey, King County Department of Transportation

Mark Wilham, Senior Services of Snohomish County

2000–2001

Dave O'Connell, Mason County Transit Authority

Bonnie Miller, Intercity Transit Authority, Thurston County

Daphne Tackett, Pierce Transit

WorkFirst Transportation Initiative Team

Janet Abbett, CTED, Office of Trade and Economic Development

Glenda Burch, Employment Security Department, Training Division

Jim Erlandson, ACCT

Paul Gamble, WSDOT, Public Transportation Office

Nancy Hanna, CTED, Office of Community Development

Ian Horlor, DSHS, Economic Services Administration, WorkFirst

Jeanne Ward, ACCT

Past members

Julie Baker, CTED

Don Chartock, CTED

Coordination grant selection committee

Glenda Burch, ESD, Training Division

Ray Chisa, DSHS Mental Health Division

Sharon Gilbert, DSHS Children's Services Administration

Nancy Hanna, CTED, Office of Community Development

Jeanne Ward, ACCT

State agency guidelines development group

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Tom Gray, DSHS, Medical Assistance Administration
Nancy Hanna, CTED, Office of Community Development
Gordon Kirkemo, WSDOT, Public Transportation Office

Screening committee for the consumer representatives to the ACCT Council

Connee Bush, DSHS Division of Vocational Rehabilitation
Ray Chisa, DSHS Mental Health Division
Cathy Silins, WSDOT, Public Transportation Office
Jeanne Ward, ACCT

Pupil transportation coordination work group

Don Carnahan, Laidlaw
Sue Carnahan, Office of the Superintendent of Public Instruction
Reg Clarke, Edmonds School District
Tom Gray, DSHS Medical Assistance Administration
Mike Kenney, Educational Service District/OSPI
Gordon Kirkemo, WSDOT, Public Transportation Office
Garrison Kurtz, CTED, ECEAP
Bud Land, ESD 133, Head Start, ECEAP
Lynn Moody, Hopelink

School/community demonstration grant selection committee

Ray Chisa, DSHS Mental Health Division
Jim Erlandson, ACCT
Allan Jones, OSPI
Jeanne Ward, ACCT

Children's transportation work group

Sue Carnahan, OSPI
Marcy Durbin, People for People
Sharon Gilbert, DSHS Children's Administration
Gail Gosney, CTED, Child Care Advantages
Ken Guza, DSHS Division of Alcohol and Substance Abuse
Michele Johnson, Community Transportation Association Northwest

Mike Kenney, ESD/OSPI

Diane Kessel, DSHS, Medical Assistance Administration

Garrison Kurtz, CTED, ECEAP

Bud Land, ESD 113, Head Start, ECEAP

Terry Liddell, Head Start

Roger Long, DSHS, WorkFirst

Gloria Pardo, DSHS, Division of Developmental Disabilities

Gabriella Quintana, Children's Alliance

Jeanne Ward, ACCT

Trip planner work group

Glenda Burch, Employment Security Department, Training Division

Don Chartock, ACCT

Ian Horlor, DSHS, WorkFirst

John Nichols, WSDOT, Public Transportation Office

Elise Rowe, Employment Security Department, WorkFirst

Cathy Silins, WSDOT, Public Transportation Office

Jeanne Ward, ACCT

Defining transportation costs work group

Kathy Carpenter, Employment Security Department, WorkFirst

Don Chartock, ACCT

Gordon Kirkemo, WSDOT Public Transportation Office

Bob Lewis, Office of Financial Management

DSHS Budget Office